Sacramento changes methods

Will UC faculty be short changed again?

A major change is taking place in Sacramento in the method by which UC faculty and academic staff salary recommendations are calculated.

The method of comparing UC with a group of major universities is out. Governor Brown and Legislative Analyst Alan Post are recommending the same level of pay and benefits for UC, the state university and colleges (CSUC) and state civil service employees.

Governor Brown and Post are recommending an increase averaging 8.5% for all UC, CSUC and state civil service employees. According to the comparability formulas used for higher education faculty, larger increases are in order. Instead the lower recommendation of the State Personnel Board for 8.5% is being proposed.

Moreover, it is not clear what Brown is proposing for fringe benefit increases. His budget put benefit increases into a catch-all budget item of $85 million for (1) general price increases at all levels of state government, (2) Medi-Cal cost-of-living increases, and (3) benefit increases for all those paid out of state funds. However, there was no breakdown on how the funds would be allocated among these three programs.

In 1974 the Legislature passed the Total Equivalent Compensation Act (TEC) for state civil service employees. This act was the basis for the increased health insurance and retirement benefits UC employees received last year which was the same as state civil service received. According to Post, it would require $76.6 million of the $85 million Governor Brown is asking for to implement TEC benefits for UC, CSUC and civil service employees. Clearly there's another big

(*Continued on page 8*)

UNIVERSITY GUARDIAN

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Collective bargaining goal in sight

The number one goal of California public employees — collective bargaining — may become a reality during 1975. In January the Joint Committee on Public Employer-Employee Relations introduced SB 275, the "1975 Collective Bargaining Act for Public Employment."

This bill will create "a standard, uniform system" of collective bargaining for *all* California public employees — city, county, special districts, including school and state employees, the University of California, the State University and College System.

Senator Ralph Dill, Chairperson of the Joint Committee, will carry the bill in the Senate. Assemblyman Howard Berman, Democratic Majority Leader and Co-Chairperson of the Joint Committee, will carry the bill in the Assembly.

Hearings are scheduled to begin on February 25 before the Senate Government Organization Committee, chaired by Senator Dills. It is expected that SB 275 will have the greatest difficulty in the Senate. The Assembly should be more receptive since in 1974 it passed the Moretti Bill (AB 1243) after which the Dills-Berman Bill is modelled.

Although there is support among unions and various employee associations for collective bargaining legislation, there are a number of areas where efforts will be made to change certain provisions in SB 275. As a result, it is expected that it will take several months to go through the legislative process.

Professor Spencer Olin, UC AFT president, pointed out that the UC-AFT will not take a formal position on SB 275 until its State Council meets. However, Olin said, "We will strongly support any reasonable bill which does not contain provisions that are adverse to the interests of UC faculty and academic staff."

There are a number of issues which are important to University employees, according to Olin.

1. **The Bargaining Unit.** SB 275 has broad community of interest criteria rather than requiring "the largest reasonable unit," which was in the original Moretti bill. The unit will be determined according to a number of criteria, including "the internal and occupational community of interest among employees" and "the history of employee representation in the agency involved and in similar employment."

This means that the bill neither requires nor prevents a unit limited to a single campus or a system-wide unit; nor shall all academic staff be in a single unit or Senate members in a unit apart from other academic staff. The unit will be that proposed by a union seeking representation, or by the administering agency (the Public Employment Relations Board) in the event the UC administration or other unions disagree.

2. **Scope of Bargaining.** The bill defines the scope as "wages, hours, and other terms and conditions of employment." It also authorizes the parties to mutually agree to negotiate over other matters.

The UC-AFT has taken the position there is no conflict between a broad scope of bargaining, such as SB 275 seems to contain, and the preservation of the appropriate academic functions of the Academic Senate. Collective bargaining is seen, in part, as a means of strengthening the Senate's role in University governance because the Senate is only advisory to the Regents. A broad scope of bargaining would enable the bargaining agent to intervene, if needed, to protect the faculty's interests in a situation where the Senate's views have been rejected or overturned.

3. **Supervisory and confidential employees.** The definition of supervisory employees is important because a restrictive definition would threaten the rights of department chairpersons, directors of organized research units and principal investigators to be represented. Fortunately, SB 275 has a definition that would protect the rights of such faculty members.

PROBLEMS

One of the problems the Dills-Berman bill created for the University was a provision that the Governor would be the employer representative for bargaining with all state employees, including UC. This, of course, would create enormous difficulties in view of the University's status under the California Constitution, and because there are few matters concerning personnel policies for UC employees which are subject to legislative control. However, it is expected that this provision will be changed.

Although Governor Brown did not endorse SB 275 when it was introduced, it is expected he will sign any bill that the Legislature sends to him. During the 1974 gubernatorial campaign, the Governor not only supported the right of public employees to bargain collectively, he also supported the right to strike. On the other hand, former Governor Reagan has announced that he will support a move by either an initiative or referendum to invalidate any law that permits public employees to strike.

The major controversy will be on the right to strike. The Dill-Berman bill gives public employees a limited right to strike. Strikes are permitted and public employees are permitted to lock out employees, but only after going through long, complicated and expensive impasse procedures, including fact-finding.

UCRS faces possible crisis

The University of California Retirement System faces a period of uncertainty at best, a fundamental crisis at worst. With the stock market losses on one side and inflation rising on the other, UCRS finds itself caught between shrinking assets and expanding liabilities.

MARKET DECLINE

The 1973-74 *Treasurer's Report*, a copy of which is available on each UC campus, documents the alarming impact of the stock market decline. As of June 30, 1974, the book value of UCRS investments was $681,278,000; over $100,000,000 more than the market value of $580,018,000.

While 75% of the present portfolio is invested in common stocks, "new incoming funds" are now allocated "70 to common stocks, 20% to bonds, and 10% to bond substitutes." (*Treausrer's Report*, p. 13.) Investment specialists familiar with the UCRS investment policy have expressed surprise and concern over increasing the ratio of funds going into common stocks because of the highly uncertain market outlook.

Although the assets of UCRS are enormous (presently almost twice the University endowment of $311,594,000) and constantly increased by employee and Regental contributions, it now appears likely that they will be unable to match the system's libailities in an economy of chronic wage and price inflation.

UCRS may respond to the problem by (1) cutting benefits to meet assets; (2) increasing contributions or earnings to meet Liabilities; or (3) shifting a large portion of its liabilities onto the Social Security system.

None of these alternatives is very attractive. The first would not only alter each employee's retirement plan, perhaps drastically, but it would doubtless have a damaging effect on employee morale, as well as post-retirement paychecks. There are estimates that retirement benefits may have to be cut as much as up to 25%.

Increasing employee contributions when wages lag behind the rise in the cost of living is not only painful to consider, but, given the investment performance of UCRS, quite possibly counter-productive. To seek greatly enlarged Regental contributions from the legislature, the University would need to be willing to transfer its liabilities from the financial to the political sphere. And thus far the Regents have not been willing to present the full picture to the legislature and request sufficient money to fully protected retirement benefits.

SOCIAL SECURITY

The third alternative — depending on Social Security — has its own uncertain promises and certain risks. As recent news articles have reminded us, the Social Security system itself faces a shrinking work force funding increasing benefits by continually increasing the Social Security tax rate. Social Security vs. UCRS may be a frying pan and fire choice, although it is not easy to tell which is which.

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'Austerity spirit' may sink library salaries

The University librarians' three-year campaign for a substantial inequity salary increase should be completed this year, but the sinking economy and the "austerity spirit" of the Brown administration may make the final stage the hardest.

Instead of providing the 5.25% inequity increase and 10.77% general range adjustment requested by the University administration, the Brown budget allots librarians nothing but the 8.5% range adjustment accorded all state employees. If the University administration is sufficiently committed to even minimally fair salaries for librarians, it can still provide the 5.25% increase from either the 8.5% range adjustment allocation, or from other University funds, or by persuading the legislature to add the 5.25% increase (approximately $500,000) to the University Budget.

It is imperative that UC librarians unite to bring maximum pressure to bear on the University administration to provide the increase this year.

Since the strike at UCB and UCSF in 1972, librarians have tried to convince the University and state government that academic librarians have been 20%-30% underpaid as a class because they are a female-dominated profession.

Librarians in the AFT led the way, first in the strike, then in suing the University to comply with the strike agreement, then in lobbying the state legislature to provide supplementary appropriations to fund the inequity increase when either the University or the governor refused to allocate money through the regular budget.

Librarians won a 1% increase through the strike (1972-1973 budget), a 9.3% increase which was vetoed by the governor (1973-1974 budget), and a 4.15% increase in the 1974-1975 budget. That these increases were minimal is indicated by the fact that the Special Committee to Study Librarians' Salaries, appointed by Vice President Taylor with some assistance from LAUC (the Librarians' Association), called for inequity increases of 20% to 25% (1972), 28% (1973) and 15% (1974). Moreover, the University still refuses to acknowledge that the inequity in librarians' salaries is due to sexual discrimination or that it is valid to compare librarians with other non-Senate academic employees. The 5.25% request is still based on "labor market" comparisons with 17 large California library systems, both public and academic. To the extend that other librarians are also underpaid, this method continues to understate the inequity in librarians' salaries.

RESTRUCTURING

Nevertheless, the 5.25% increase would be minimally acceptable *if* coupled with a restructuring of the salary schedule along the lines proposed recently by the Special Committee to Study Librarians' Salaries (McCoy Committee). The restructuring proposal, first submitted in draft form to members of the Library Council on December 9, 1974, should be available to all librarians through their local LAUC divisions, even though it is only an internal committee proposal and not yet University policy.

The restructure would raise salaries, eliminate halfsteps, reduce the number of steps from 43 to 17, and provide for biennial or triennial reviews for all those above Associate Librarian, Step II. The Library Council has examined the proposal and apparently finds it largely acceptable. The opinion of the Executive Secretary of the University Council-AFT and those librarians in the AFT who have studied the proposal is that, on balance, the proposal is a good one, if librarians accept the premise they are not going to receive any more than 5.25%.

EQUITY

The members of the McCoy Committee deserve the greatest thanks from UC librarians for their work. They have had to calculate and evaluate the effect on long-term earnings of a large number of salary structures. Not only does their proposed structure maintain the greatest possibility equity in distributing increments among librarians, but it succeeds in eventually giving librarians a 10-year earnings comparable to several of the other non-Senate academic classes with similar educational requirements and levels of responsibility.

The Special Committee to Study Librarians' Salaries has clearly demonstrated during the past three years that there is still an inequity in librarians' salaries of *at least* 5.25%, and this has been acknowledged by both the University and the legislature. Vice President Taylor has indicated to LAUC his general support for a 5.25% increase coupled with a restructured salary schedule. In spite of the dire condition of the economy and the general inadequacy of the state and University budgets, librarians must push to obtain the 5.25% plus restructure this year, or all the momentum and consensus is likely to be lost.

PRIORITIES

Librarians have been unfairly paid too long. Despite economic depression, rectification of past and continued inequities cannot be made contingent upon general prosperity or state surpluses. It is simply a matter of priorities. Even if the state government's priorities are such that no supplementary allocation is forthcoming, the University could provide the funds out of the general 8.5% allocation if it chooses. This has been done in the past to fund other special salary adjustments. The University also sometimes provides funds for such purposes from other internal sources, such as the Regents' fund.

However it finds the means, this is the year for the University to take the final step in upgrading and restructuring librarians' salaries. If the University had requested 9.3% last year (1974-1975 budget), instead of reducing its request to 4.15%, librarians probably would have received the entire amount last year when economic conditions were more favorable and there was a state surplus. The University can redeem itself by making sure they receive the increase this year.

—William Whitsun
MOFFITT LIBRARY, UCB

Can a new president solve the old problems?

Will a new University president bring new vitality to the University of California, a vitality that will fundamentally improve the University's ability to deal with its problems?

The prospect of a new president, to be chosen within the next few months, has not generated high hopes for such improvement. No change of personality at the top is likely to do that for several reasons.

The commanding heights of management in the large universities tend to be presided over by colorless, bureaucratic personalities notably lacking in any educational vision about which they feel deeply and will fight for vigorously.

How many academics can name the presidents of such institutions as Harvard, Princeton, the University of Michigan and the University of Chicago? There is no reason why these presidents should be academic household names outside of their own bailiwicks.

For the most part, university leaders today, especially at the major public institutions, have become preservers of the system as it now functions for good or for ill. They are survival managers who have no time to grapple in realistic and creative ways with the fundamental problems we face. They appear preoccupied with preserving the near-monopoly of power they and the governing boards who have chosen them have enjoyed for generations; they are suspicious, if not hostile, to those who ask them to deal with the real problems.

The chances that the University of California Regents, split between liberal and Reagan factions, will choose a dynamic personality, an aggressive educator, a person with ideas that might rock the boat, are slim indeed. Equally slim is the chance that a new president would be successful in revitalizing the University without shaking up the topheavy, unimaginative bureaucracy he (or she?) will inherit.

The revitalization of undergraduate studies surely must stand at the top of anybody's list of problems. The 1970's have brought vocationalism back with a vengeance to the campuses, and with it endemic cheating, grade competition, anti-intellectualism and uninterest in learning. Is it too much to expect that the next president of the University of California will attempt to establish an atmosphere that can lead to a restoration of general education at the undergraduate level?

It would be helpful, for a start, if a new president at least admitted that we have a problem: students cannot read and write effectively and efficiently; the cultural level has deteriorated; and, above all, the University has not created undergraduate programs which encourage most students to develop their minds and sensibilities in ways that will prepare them for lifelong learning and encourage their personal growth.

The problems of undergraduate instruction, identified in the 1960's, still exist. Nothing basic has been done to solve them as a recent report, commissioned by the University, points out. The various Regental plans and state-supported programs for educational "innovation" are pathethically inadaquate because there has never been any clear understanding of what the problems are. Unless a new president addresses himself to these issues, responsible critical legislators and concerned student leaders will remain a thorn in the side of the University.

A second major problem the new president will face is the University's reputation as an elitist institution, ever ready to offer degrees to the upper-middle income student and to serve the needs of the Defense Department, the Atomic Energy Commission and agribusiness. Yet, in fact and by reputation, the University fails to serve qualified students who come, without funds, from the working class and minority communities. It refuses to redirect a major portion of applied research to advance the well being of farm workers and the poor. It fails to focus on the problems of industrial safety, consumer protection and environmentalism.

Unless the University of California learns how to serve a broader constituency than it has traditionally, it will encounter chronic resistance from liberal political forces and these will be reluctant to provide the funds needed to maintain the quality of libraries, laboratories and research capability.

Finally, the next president will have little chance of solving any of UC's problems if the administration continues to operate in secretive, authoritarian and manipulative ways. The new president should welcome collective bargaining, not fight it as the present administration has done. As an organized group, UC's sixty thousand employees, spread around the state, can become a potent political force in Sacramento. Through their affiliated national organizations, and in Washington, they can promote the interests of the students, the faculty and the entire University community.

Indeed, if there is any realistic chance of revitalizing undergraduate studies, establishing democratic access and assuring financial support to maintain the quality of the nation's leading public institution, it will have to come not from the new president, whoever that may be, but from the centers of power and influence developed by those who work at the University of California.

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The library crisis

New building needed

By Paul GOODMAN
UCD History

The University of California Library at Berkeley is the sixth largest university library in the United States. It is also the nation's leading scholarly resource west of the Mississippi.

Yet ten years after the Main Library on the Berkeley campus ran out of space to house its rapidly growing collections, no plans have been approved, nor are any likely to be approved in the near future, to end the chronic shortage of space that has plagued Berkeley for a decade. The result is the waste of public funds to operate an inefficient and inadequate facility. For the library's users the price of inaction has been incalculable inconvenience and lost time.

The current crisis in the Berkeley Library results from a failure to plan years ago for future growth. In contrast, at Harvard, Yale, Princeton, the University of Chicago, University of Illinois and Stanford, major new library construction programs have sought to keep pace with the growth of collections. The contrast between UCB and other institutions is graphically illustrated in the chart above.

THE BOOK EXPLOSION

The Doe Library, built in 1908, and an Annex completed in 1951, house the social science and humanities research collections on the Berkeley campus. In addition, specialized branch libraries, notably in the sciences, and a large undergraduate library, which opened in 1971, serve special groups of users. In the early 1960's a three million volume ceiling was established for the Berkeley campus; by 1969, however, the Library had acquired over 3,300,000 volumes.

When it became apparent in the mid-1960s that the three million limit was unrealistic, given the rapid increase in the numbers of books published, the Library established the Richmond depository in 1964 to accommodate the overflow. At first designed for little-used serials, the Richmond facility soon began to house books as well. By the early 1970's 25% of the Main Library's collections were in Richmond; today, for every new acquisition, one book must go to the depository. By the early 1980's one half of the Main Library's collection will be in the depository and then it will run out of space.

In October, 1971 a report by representatives of the Library and the UCB Academic Senate recommended the construction of a $14,500,000 subsurface addition to the Doe Library that would accommodate growth for 25 years but still require maintenance of the Richmond depository. Dependence on Richmond would be substantially reduced and more of the library's collections would be made directly accessible to users. Subsequently, however, both Doe and Richmond were found to be seismically unsafe. The cost of reconstructing Doe to bring it up to state earthquake standards, plus the cost of the addition and the expense of temporarily moving portions of the Doe staff and its collections into the new addition during the period Doe was being reconstructed, would be about equal to the cost of a new building.

In August, 1974 it became clear, what should have been clear earlier, that a large new building was needed. University-wide administration, however, has ordered delay in the submission of such a proposal until the University is able to clarify its growth plan and determine the impact of regionalization. Regionalization has been pushed by the State Department of Finance and Legislative Analyst Alan Post as a way of saving money on libraries and reducing duplication in California higher education. Thus any proposal for solving the Library's desperate space problem is now temporarily in limbo. It could remain there indefinitely if regionalization proves to be something less than a concrete strategy for dealing with higher education's library needs in California in the next quarter century.

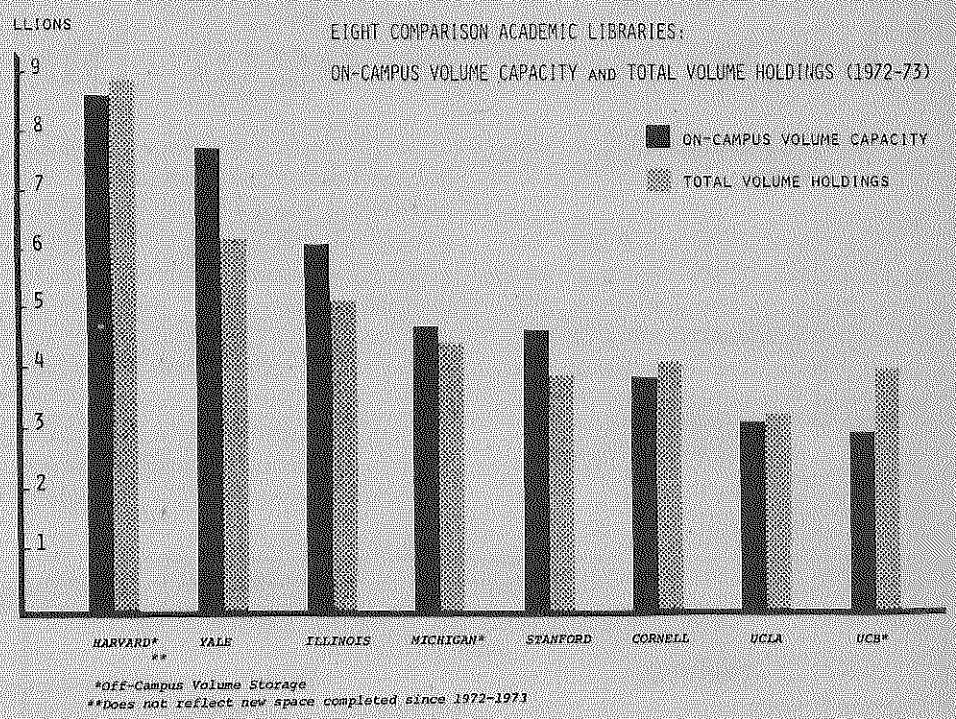
ANATOMY OF FAILURE

Ironically, the University of California prides itself in having one of the most elaborate, extensively staffed and sophisticated planning enterprises in higher education yet it has neglected the critical problems of the Berkeley Library for over a decade.

At the same time the University failed to meet satisfactorily the Library's space needs in the 1960's, it was undertaking in that decade one of the most massive and expensive expansions of physical plant in American higher education. It was in the early 1960's when Berkeley's needs should have been apparent. At that time funds for the University were more readily available in Sacramento and Washington.

The Richmond depository was a mistake. First, it removed from the shelves of the Doe Library vital portions of the collections which, as all studies have indicated, should be directly accessible to users. It is not practical to provide users with shelf access at Richmond where books are shelved according to size. Second, Richmond inevitably involves additional costs of delay and retrieval; those costs have escalated because an increasing percentage of the collection must be removed from direct public access. Nor were funds ever provided to indicate in the library card catalogue which volumes are in Richmond. Users must therefore first check the shelves at Doe, if they have stack access. If the volume is not there, Call Desk personnel must check first the out-file, and then the Richmond catalog. In the end, even Richmond will run out of space by the early 1980's.

When it became apparent in 1971 that the Doe Library must either be replaced by a large new structure or an extensive underground addition be built, the Library recommended the latter solution even though it was much less satisfactory. That, at least, was the opinion of Ralph E. Ellsworth (Director of Libraries, University of Colorado Libraries), a consultant engaged by the University for the 1971 study. Ellsworth recommended a new Library because Doe, he said, was a "fixed-function design . . . planned to serve the library needs of the University around the turn of the century . . ." Doe also would be an increasingly costly building to maintain and administer. Moreover, a new addition to Doe would require new controls and safety measures. Ellsworth personally experienced the hazards of the Doe stacks: "While we were touring the Annex of Doe last



Saturday the three of us found ourselves locked into a portion of the stacks and were unable to get out. We had to shout and have an attendant come and find us. This is, of course, an unusual circumstance. Nevertheless, the facts are that Doe will be a very complex library for users to learn how to use."

In addition, Doe needs almost two million dollars spent on a sprinkler system which would pose serious physical hazards to users because the ceilings are low. The 1971 study reported that, though a new building would require a capital expenditure of $25,800,000, almost double the cost of the proposed addition, annual operating costs would be $372,000 for the new building compared to $503,000 for Doe with an addition. Nor could Doe with an addition provide the quality of service a new building could. Ellsworth, recognizing that the optimum solution faces other difficulties, writes:

"However, for a variety of reasons political, financial, ecological and otherwise, the University may not be able to adopt my first and what I consider to be the best solution to its library problem. The cost of a new building would be high, possibly from $20-25,000,000. There would be objections to using the proposed site for any kind of a building. The University has many other space needs and the state might be unable to meet these needs if it must invest $25,000,000 in a new library building."

Ellsworth was realistic. The 1971 report for which he was a consultant recommended the renovation of Doe and construction of an addition which would provide space for 10-13 years of book growth. Clearly the faculty and library members who wrote the 1971 report must have anticipated that, had they recommended construction of a new library, the Administration would not have accepted it, though that was the best solution. Ironically, when the seismic safety question subsequently entered the picture, an entirely new building appeared no more expensive than would building an addition and making Doe earthquake-proof.

HEART OF THE UNIVERSITY

Surely, the cliche that the Library is the heart of a University has been more honored in the breach than in practice if this case tells us anything about the priorities of the University of California Administration. Here, surely, was an opportunity for for administrative leadership to identify the need for a new library as a top priority in the University's capital construction program in the 1960's. Yet nothing was done. The Richmond Depository was instead adopted as a short-term, cheap and, in the end, totally inadequate solution. The 1971 proposal for an addition to Doe also proved in the end a mistake.

Now the task of providing an adequate physical plant for the leading scholarly resource west of the Mississippi is made much more difficult because funds are hard to come by in the 1970's, especially for libraries. Yet regionalization offers some hope. First, the Berkeley library needs a structure that can house most of its present collection and can accommodate growth for the next 25 years. Ideally such a structure should virtually eliminate the need for the Richmond Depository.

Indeed, a modern high rise building is probably the only kind that would efficiently provide the space Berkeley needs. That might be built on Bancroft Way or Durant Avenue near the campus, locations approximately as convenient as the current location of the Doe Library. But funds for such a structure are not likely to be forthcoming from Sacramento unless the UCB Library serves as a regional research center for Northern California.

The Berkeley Library is a great scholarly resource that serves not only the University of California and its nine campuses but also students and scholars throughout California and thousands of users in the other far western states. In the past year interlibrary loan requests have increased by about 20% at the Doe Library.

It does not appear, however, that the Regents or those they have hired to manage the University recognize that a large new Library for Berkeley is long overdue and is the single most important capital construction need at the University of California. The neglect of the library, moreover, inevitably reflects the values and attitudes of the grey, bureaucratic elite who make the decisions about allocation of resources. The Library, of course, is not just a plaything for scholars. It is a great teaching resource. It serves the social sciences and humanities much as the laboratories serve the natural sciences.

For a generation, however, the UC Administration has regarded humanities and social science departments as "cheap teaching departments" which conveniently educate students at a much lower per student cost than the natural science departments. It has been easier to neglect the Library than to fail to build laboratories, for library neglect does not require the University to turn away students.

The money is tight but the management grov

By PAUL GOODMAN,
History, UCD

In a period of scarce funds, the rate of growth of the statewide administration at the University of California has advanced more rapidly than the growth in students or the numbers of instructional and library positions.

Between 1966-1967 and 1973 the number of Full Time Equivalent in the state-wide administration increased by almost 54% compared to a 34% jump in the number of students, a 28% increase in the FTE allocated to instructional and department research and a 35% advance in Library FTE. In that same period the numbers of students per FTE in statewide administration declined from 305 to 267. Only one budget category of University positions studied—student services—matched the pace set by the statewide administration. Student services grew by almost 55%. (Student services includes personnel in counselling, financial aids, student relations housing, student health, placement, and the registrar and admissions office). University-wide administration also outpaced by 22 points the growth of FTE in general administration on the nine campuses. (see Table 1.)

In 1966-1967 it took 296 lines in the Governor's budget to itemize the FTEs in statewide administration (each listing reports the total number of total FTE for each position); in 1972-1973 it required 358 lines. A closer look at the statewide bureaucracy makes more concrete how this growth has come about. The President's office has grown modestly in the six years between 1966-1973, from 8.68 FTE to 11.9 FTE but note that 18.6 FTE have been authorized for 1974-1975. We compare below (Table 2) the job titles, exclusive of secretaries, assigned to the President's office in 1966 and again in 1975 (some of these positions are fractional FTEs).

In 1966 the office of Vice President of the University was modestly staffed with only 2.42 FTE. In 1972-1973 there were 12.5 FTEs serving in this office.

The pattern is somewhat similar in the office of the Vice President of Academic Affairs which grew from 8.45 FTE in 1966-1967 to 15.8 in 1972-1973. (See Table 4.)

To obtain a more comprehensive overview of where the FTE have been deployed, we compare below the growth in numbers of FTE in several areas of the statewide bureaucracy. Administrative reorganizations during this period complicate any comparison and the names of some offices have been changed, but the data below gives a rough idea of where the growth has occurred.

TEACHING VS. BUREAUCRACY

During the Hitch years the most rapid growth occurred in the Office of Information Systems which did not exist, at least under that name in 1966, but which had mushroomed to 38.4 FTE by 1972. Among the other major areas of growth were the Budget Office, where the number of FTE almost tripled, the General Counsel's Office, which approximately doubled as did the Office of Analytical Studies, Personnel, Business Services and Gifts and Endowments. (See Table 5.)

The Annual Budget Supplement of the State of California classifies University of California positions on the nine campuses according to functional groupings. Among the most important are General Administration, Instructional and Department Research, Organized Research, Libraries, Student Services, Maintenance and Operation of Plant, Institutional Services and General Expenses. These include both academic and non-academic personnel. The growth in FTE of the first five categories are reported below for each campus in Table 1 which summarizes the non-campus totals for the period between 1966-1967 and 1972-1973.

FTEs allocated to Instructional and Departmental Research failed to keep pace with the growth in the numbers of students, 28% for the former, 34% for the latter. Organized research suffered most in this period, declining by almost 8%. Student services, where FTE grew by 54.6%, was the leader followed by Libraries, 34.7% 21.4% for General Administ This last figure only indicates p the expansion that has occur administrative positions. It in the Chancellor's office, acco personnel, inventory, business finance, for example, but many administrative positions appe other classifications. Academic D for instance, are classified a Instructional and Depart Research; other Deans includin Assistant Vice Chancellor for St Relations, Assistant and Ass Deans of Men and Women and D in the counselling services, are tucked away in Student Services.

In addition, the category Institutional Services and Ge Expenses includes such administ positions as Assistant Vice Chan for Administrative Inform Systems and public informatio ficers. The 21.4% growth in Ge Administration, therefore, unders substantially the growth in the ministrative structure. Only a ca combing through the budget w reveal the true administrative gro This functional method of classi personnel thus obscures the size o adminstrative staff, which is subs tially larger than the num itemized under General Adm tration.

STUDENT SERVICES EXPLOSI

The dramatic growth in stu services, systemwide—20 points m than the growth in students—dese special attention. Berkeley, a ma campus with 26,000 students in 1 had almost reached its plan maximum yet experienced a growt 16% in FTE in student services a same time the numbers of stud advanced by eight percent.

Table 6 indicates some of growth areas among the m groupings in Student Services. Office of Financial Aids mushroo from 7% FTE, to almost 38% F reflecting in part the impact of ha to administer tuition, imposed in period, and the additional finan aid necessary to offset in part increased cost of attending UCB. the Admissions Office and Counselling Center also grew stantially. (See Table 6.)

HOW CAMPUSES COMPAR

The rate of growth in the m classifications such as general ministration, instructional department research and libr varied considerably from campu campus, as is evident from Tabl 15. Since each campus has a un mix of activities and most were at ferent stages of development in years between 1966-1973, sim comparisons of one campus another are inappropriate. It is n sensible to compare camp somewhat similar in the charact their activities, their size and sta development.

Such is roughly the case Berkeley and UCLA in the pe studied since both reached mat and each included varied professi schools. In both cases Instruct and Department Research tr behind the growth in students. was not the case, however, with expansion of General Administra An 8% growth in students at Berk was paralleled by a 17% increas

TABLE 2
Positions, President's office, 1965-1966/1974-1975, excluding secretarial staff

1965-1966	1974-1975
Acting President	President
Executive Assistant to President	Executive Assistant to President
Administrative Analyst	Assistant to President
Senior Administrative Analyst	Staff Assistant to President
Special Assistant to President	Vice President-Personnel
Administrative Analyst	Principal Administrative Analyst
	Special Assistant to President
	Administrative Analyst
	Assistant Administrative Analyst

TABLE 3
Positions, Executive Vice President's office, 1966-1967/1972-1973, excluding secretarial staff

1966-1967	1972-1973
Vice President of the University	Executive Vice President of University
Administrative Assistant	Assistant Vice President
	Coordinator, Administrative Policies
	Assistant to Vice President
	Staff Coordinator II
	Administrative Analyst
	Assistant Administrative Analyst
	Administrative Assistant III

TABLE 4
Positions, Office of Vice President for Academic Affairs, 1966-1967/1972-1973, excluding secretarial staff

1966-1967	1972-1973
Vice President-Academic Affairs	Vice President-Academic Affairs
University Dean	Academic Assistant to Vice President
Assistant to Vice President	Coordinator, Academic Affairs
Administrative Analyst	Assistant to Vice President
Administrative Analyst	Special Assistant to Vice President-Engineering Programs
Assistant Administrative Analyst	Senior Administrative Analyst
Administrative Assistant	Administrative Assistant IV
	Assistant Administrative Analyst
	Administrative Assistant II

TABLE 5
Growth in FTE in Selected Statewide Administrative Offices 1966-1967/1972-1973

	1966-1967 FTE	1972-1973 FTE
General Counsel	14.15	29.2
Analytical Studies	11.38	21.3
Government Relations	5.27	4.7
Personnel	10.15	19.6
*Information Systems	—	38.4
VP Administration	7.18	8.9
Contracts and Grants	6.95	7.9
Budget Office	13.43	30.3
Gifts and Endowments	5.0	10.0
**Planning, Construction, Maintenance	32.75	40.0

*Did not exist in 1966-1967.

**In 1966 there were separate offices of the (1) Vice President for Physical Planning, (2) Maintenance, (3) Planning and Construction, and (4) Programming. In 1972 the comparable functions appear to be performed by the Office of Vice President-Physical Planning and Construction and Vice President-Planning and Analysis.

TABLE 6
UCB Student Services, Selected Categories FTE, 1966-1967/1972-1973

	1966-1967	1972-1973
Admissions	35.39	46.1
Counselling Center	21.30	32.0
Dean of Students	43.07	34.5
Office of Financial Aids	4.27	37.9
Educational Placement	13.39	12.5
Student and Alumnae Placement	24.67	24.8
Registrar	75.97	82.0
Student Health	42.84	48.5

General Administration; at UCLA, in contrast, general administration grew only by one percent more than did the numbers of students. Organized research, however, declined steeply at Los Angeles, by almost 33% compared to a 9.5% at UCB.

In comparing the rate of growth in General Administration, especially at the newer campuses, one must keep in mind that in the early years of development a campus requires a complement of administrators in advance of the numbers of students that would normally justify so many adminstrative FTE. In other words, as the campus matures the University should benefit from economies of scale. That does not seem to have happened at UCB or even at UCLA, but the picture may be brighter at Davis and Santa Barbara where a 71% and 13% increase in students, respectively, was paralleled by a 17% and ,8% increase in positions in General Adminstration. However, one should remember that General Administration, as pointed out earlier, does not include the full complement of FTEs allocated to Administration.

LAG IN INSTRUCTIONAL FTE

The failure of instructional FTE to keep pace with students stands out clearly from campus to campus. But the lag was considerably greater on some campuses, notably the newer ones, than on the mature ones. The lag was modest at Berkeley and UCLA but at San Diego students grew by 213% while Instructional and Department Research advanced by only 125%, and the figures for Irvine were 232% vs. 192%, and Santa Cruz 277% vs. 180%. The lag at Davis was 15 points, at San Francisco 10 points, at Riverside 3 points and at Santa Barbara Instructional and Department research advanced 10 points more than students. Note, too, that the data for Instructional and Department Research include the Health Sciences where there was enormous growth in this period. The total number of *academic* FTE in Instructional and Department Research (that is, excluding the non-*academics*) grew from 6,941 to 7,340 between 1966-1973 but at the same time academic FTE in Health Sciences Instructional and Department Research leaped from 449 to 1,380. One needs to keep this in mind since Health Sciences instructional personnel served relatively few students, given the intensive character of medical education.

The data published here deserve a more detailed analysis than space permits. Readers are invited to send their own commentary and analysis, as suggested by an examination of these data, for publication in the next issue of *The University Guardian*.

In the years between 1966-1973, when the University of California faced a period of lean budgets, the expansion of the statewide administration vastly outpaced the growth in the numbers of FTE allocated to instructional and departmental research. On the nine campuses, the increase in administrative positions, including those not classified under general administration, probably approximated the growth in instructional FTE.

One might reasonably expect economies of scale in the deployment of managerial personnel in a large University. Yet the University of California has failed to realize such economies, either in its statewide

(*Continued on page 6*)

TABLE 1. Growth in FTE, University of California 1966-1967/1972-1973 by Budget Categories*

Nine Campus Totals	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	275.82	423.9	$ 3,013,119	$ 6,635,619	53.7%	12.0%	34.0%	305	267
Student Services	1,507.36	2,329.8	10,761,876	22,050,518	54.6%	104.8%		55.9	48.7
Instructional Dept. Research	11,116.52	14,218.7	106,841,655	195,233,363	27.9%	82.7%		7.6	8.0
Organized Research	3,006.9	2,802.1	27,411,501	34,978.961	—7.8%	27.6%		28.0	40.8
Libraries	1,602.7	2,159.3	9,918,384	18,227,555	34.7%	83.7%		52.6	52.5

*Source: State of California, *Salaries & Wages Supplement*, 1966, 1967, pp. 53-259; 1974-1975, pp. 500-672

TABLE 7. Growth in FTE, University of California, Berkeley, 1966-1967/1972-1973

Berkeley	No. of Positions 1966-67	No. of Positions 1976-73	Budget 1966-67	Budget 1972.73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	281.95	329.5	$2 ,326,210	$ 3,336,551	16.9%	52.9%	8.0%	92.0	86.0
Student Services	485.0	562.6	3,709,397	5,359,170	16.0%	44.5%		53.0	50.0
Instructional Dept. Research	3,253.49	3,463.7	32,653,904	46,753,426	6.5%	56.4		8.1	8.3
Organized Research	928.78	848.1	8,646,380	10,275,312	—9.5	18.8%		28.0	33.0
Libraries	462.75	512.2	2,930,123	4,469,911	10.6%	52.5%		56.0	55.0

TABLE 8. Growth in FTE, University of California, Los Angeles, 1966-1967/1972-1973

Los Angeles	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	326.2	371.4	$ 2,738,245	$ 4,333,468	13.9%	58.2%	13.0%	80.0	79.0
Student Services	407.1	545.8	2,876,086	5,294,727	34.0%	84.0%		64.0	54.0
Instructional Dept. Research	3,303.0	3,648.0	31,727,925	50,410,969	10.4%	58.9%		7.9	8.1
Organized Research	367.6	276.7	2,911,921	2,775,787	—32.8%	—4.9%		70.0	107.0
Libraries	445.4	522.7	2,783,441	4,431,883	17.4%	59.2%		58.0	56.0

TABLE 9. Growth in FTE, University of California, San Diego, 1966-1967/1972-1973

San Diego	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	166.64	208.0	$1,387,089	$ 2,421,473	24.8%	74.6%	213.0%	13.0	33.0
Student Services	45.56	165.1	306,660	1,604,660	262.3%	423.0%		49.0	42.0
Instructional Dept. Research	403.57	909.0	4,197,252	15,483,178	125.2%	268.9%		5.6	7.8
Organized Research	168.35	182.7	1,687,991	2,489,022	8.5%	47.5%		13.0	38.0
Libraries	113.98	182.6	708,589	1,587,415	60.2%	124.0%		19.0	38.0

TABLE 10. Growth in FTE, University of California, Irvine, 1966-1967/1972-1973

Irvine	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	92.3	143.8	$ 773,478	$ 1,654,688	55.9%	113.9%	232.0%	24.0	51.0
Student Services	34.9	155.5	227,386	1,390,350	346.2%	511.5%		63.0	47.0
Instructional Dept. Research	502.8	1,014.9	4,659,701	12,268,609	101.9%	163.3%		4.4	7.3
Organized Research	26.4	29.9	208,710	300,251	13.2%	43.9%		85.0	246.0
Libraries	65.1	151.5	392,597	1,267,914	132.8%	223.0%		34.0	48.0

TABLE 11. Growth in FTE, University of Claifornia, Santa Barbara, 1966-1967/1972-1973

Santa Barbara	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	115.7	116.7	$1,021,936	$ 1,352,270	0.8%	32.3%	13.0%	93.0	105.0
Student Services	203.1	290.8	1,348,313	2,676,058	43.2%	98.5%		53.0	42.0
Instructional Dept. Research	1,014.3	1.245.6	9,522,098	15,352,281	22.8%	61.2%		10.7	9.9
Organized Research	24.5	40.0	102,209	389,086	63.2%	280.0%		435.0	307.0
Libraries	145.7	243.6	850,504	1,992,967	67.2%	134.3%		74.0	50.0

TABLE12. Growth in FTE, University of California, Riverside, 1966-1967/1972-1973

Riverside	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	94.0	91.6	$ 813,950	$1,083,875	—2.6%	33.2%	47.0%	39.0	59.0
Student Services	75.9	113.2	538,879	1,063,581	49.2%	97.3%		49.0	48.0
Instructional Dept. Research	456.7	655.4	4,753,451	8,535,166	43.5%	80.0%		8.0	8.0
Organized Research	437.7	419.3	4,030,914	5,515,802	—4.4%	36.8%	36.8%	9.0	13.0
Libraries	97.9	132.2	562.859	1,049.221	34.9%	86.4%		38.0	41.0

TABLE13. Growth in FTE, University of California, San Francisco, 1966-1967/1972-1973

San Francisco	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	130.8	208.4	$1,078,017	$2,434,387	59.3%	125.0%	28.0%	16.0	13.0
Student Services	40.8	54.5	290,469	574,077	33.45%	97.6%		53.0	51.0
Instructional Dept. Research	876.8	1,034.5	8,763,948	15,482,878	18.0%	76.7%		2.5	2.75
Organized Research	115.7	94.4	1,087,593	1,312,598	—22.5%	20.7%		19.0	30.0
Libraries	58.1	68.2	353,183	566,734	17.5%	60.5%		38.0	41.0

TABLE 14. Growth in FTE, University of California, Santa Cruz, 1966-1967/1972-1973

Santa Cruz	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972 73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	82.7	89.6	$ 716,290	$1,075,876	8.3%	50.2%	277.0%	15.0	53.0
Student Services	29.8	112.7	183,043	1,008,127	277.0%	455.0%		42.0	42.0
Instructional Dept. Research	174.2	488.5	1,636,576	5,931,086	180.4%	262.4%		7.0	9.8
Organized Research	49.0	62.8	457,799	760,898	40.9%	54.72%		25.0	76.0
Libraries	42.4	82.4	277,278	720,490	94.4%	160.0%		30.0	57.0

TABLE 15. Growth in FTE, University of Califonria, Davis, 1966-1967/1972-1973

Davis	No. of Positions 1966-67	No. of Positions 1972-73	Budget 1966-67	Budget 1972-73	% Increase Positions	% Increase Budget	% Increase Students	Students per FTE 1966-67	Students per FTE 1972-73
General Administration	165.58	193.2	$ 1,373,259	$2,103,626	16.9%	53.0%	71.0%	53.0	79.0
Student Services	185.2	329.6	1,281,643	3,080,163	78.0%	140.3%		48.0	46.0
Instructional Dept. Research	1,131.31	1,759.1	10,563,376	25,015,470	55.5%	136.8%		8.0	8.7
Organized Research	888.9	848.2	8,577,984	11,160,305	—4.8%	30.0%		10.0	18.0
Libraries	171.3	264.1	1,059,810	2,141,030	54.2%	102.0%		53.0	57.0

AFT surveys faculty promotion policies

Every Fall, the Academic Senate Budget Committee on each of the nine campuses of the University of California reports on its past year's work. The most important and time consuming part of that work involves the review of personnel recommendations sent forward by departments.

These include new appointments, reappointments, tenure appraisals, promotions and merit increases. Since the peer group review process is one of the foundations of faculty governance within the University it would be useful to know how well it has worked during the course of an academic year.

How often, for example, are department recommendations overturned by the Budget Committee? How often are Budget Committee recommedations reversed by the Chancellor? What percentage of candidates for the associate and full professorship are turned down? What percentage of candidates are denied normal merit increases? And how do the data for one year compare to previous years?

Unfortunately, it is not possible to answer these questions satisfactorily because Budget Committee reports vary from campus to campus in the kind and amount of data they contain. Often the information is very sketchy and does not lend itself to comparison with other campuses.

Yet despite the inadequacy of the data, the reports of the Budget Committees of eight University of California campuses for 1973-74 (Santa Cruz was not available as of December 1974), are worth perusal. The data, such as they are, are reprinted in the accompanying chart.

ADMINISTRATION'S RULE

On the whole, the reports reveal that the numbers of cases in which the Administration reversed the recommendation of the Budget Committee are negligible. At San Diego, for example, in no case has the final action differed from the Budget Committee reconmendation with respect to rank; in a few cases the final action has differed from our recommendation by one step.

At Irvine the Budget Committee reported seven cases of disagreement with the Chancellor's decision. In three cases the Committee's recommendations to deny tenure or security of employment were overruled. In one case a tenure appointment went against the Committe's judgement, and in three cases the Chancellor awarded step increases not favored by the Committee.

At Davis the Committee reported a decline in the number of reversals, as compared to the previous year about which it had expressed concern in its 1972-73 report. This year, in about 20 cases, either the Committee or the Administration was ready to compromise after exchanges of views and presentation of additional materials; only six cases remained in which the Committee's recommendation was not followed. In three of these cases, the Budget Committee considers that there was no serious undermining of faculty standards.

The Davis report reveals that a bargaining process sometimes takes place in advance of final administrative actions where there is a disagreement. Such a bargaining process may indeed occur on other campuses but have gone unmentioned in committee reports and may thus under-report the numbers of cases in which there was significant disagreement between the Budget Committee and the Administration.

We do know that Vice Chancellors prefer to minimize direct conflict with the Budget Committee. Thus in the Jonathan Butler case (reported in *The University Guardian,* October 1973), the Vice Chancellor at Davis attempted to avoid disagreement with the Budget Comittee by improperly pressuring a candidate for tenure to accept an advance to Assistant Professor Step V, rather than a promotion as unanimously recommended by the Department and the Budget Committee.

The bargaining process, as reported at Davis, raises questions. The Davis Budget Committee indicates that, where there were differences, an exchange of views and presentation of additional materials led the Committee or the Administration to agree to compromise. If additional data are supplied by the Administration, one wonders why that information was not available to the Ad Hoc Committee, and if the data were derogatory, surely the Department should have had an opportunity to rebut.

We know Chancellor Bowker maintains political files on the Berkeley faculty. No one knew these files existed before the Platt Case; and data in these files appear to have influenced Bowker's decision to overrule the original faculty recommendation that Platt be awarded tenure. Strictly speaking, confidentiality inhibits (if it does not prevent) a Budget Committee from taking appropriate action to protect faculty persons from being unfairly treated.

Thus Bowker's letter, which committed several gross violations of academic freedom by applying a political test to the candidate, came to light only because the candidate filed a complaint. It was not reported to the Committee on Academic Freedom by the faculty who had prior access to it during the review proceedings.

DEVIATIONS

Perhaps these dangers are more potential than real in the great majority of cases. There are, however, deviations from the overall pattern of congruence between faculty recommenations and administration, notably at Irvine and Santa Barbara. At Irvine the Chancellor overruled department recommendations for promotions and merit increases in 22% of the cases; we do not have the data for the number of cases in which the Budget Committee's recommendations were overruled. The data are more complete for Santa Barbara where the Chancell overruled department recom mendation of merits and promotio in 21% of the cases. There, howeve the Budget Committee also tended t disagreee with department recon mendation in 27% of the merit an promotion cases so that it wa overruled by the Administration only about 6% of the cases.

Santa Barbara stands out another respect. There the Budg Committee disagreed with the D partment in 24% of the cases involvi all personnel actions (not just meri and promotions) as compared to 6.4 at UCLA, the only other campus f which we have data. The 6.1% of th cases at Santa Barbara in which th Administration reversed the Budg Committee is small but is three tim greater than at UCLA and greater al than the negligible number reversals at Davis, Riverside and Sa Francisco.

Finally, we have comparative da on merit increases for Irvine an Davis. At UCD 10.5% of the ca didates were denied normal me increases as compared to 22% Irvine. Davis is the only campu reporting the number denie promotion: 24% were denie promotion to associate professor a 38% to full professor.

It would be useful if Budg Committees on all the Campus adopted uniform reporting standar so that quantitative information cou be compared over a period of time any given campus and among t various campuses. Undue reticence Budget Committees invests the pe group review process with excessi mystery, subjects it to inevitab suspicions and where there are serio disagreements between faculty a administration, shrouds the a ministration's actions in a cloak secrecy which , sometimes, could w stand the cleansing light of facu scrutiny.

PERSONNEL ACTIONS, UNIVERSITY OF CALIFORNIA, 1973-1974

Campus	No. of cases Budget Comm. Disagreed with Dept.	Budget vs. Ad Hoc	Budget vs. Admin.	Dept. vs. Chanc.	Dean vs. Dept.	Total Number Personnel Actions
Berkeley	n.d.	n.d.	n.d.	n.d.	n.d.	901
Davis	n.d.	n.d.	6	n.d.	n.d.	382/224 Merits & Promotions
Irvine	n.d.	n.d.	7	44*	n.d.	386/203 Merits & Promotions
LA	76	46**	23	n.d.	n.d.	1180
Riverside	n.d.	n.d.	5	n.d.	27	269/196 Merits & Promotions
S. Barbara	82*	n.d.	20*	62*	63*	329/302 Merits & Promotions
S. Diego	0	n.d.	n.d.	n.d.	n.d.	n.d.
SF	n.d.	n.d.	5	n.d.	n.d.	478
S. Cruz	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.

*Merits and Promotions only **Out of 279 cases n.d. no data

Source: Annual Report of the Budget Committees, University of California, 1973-1974

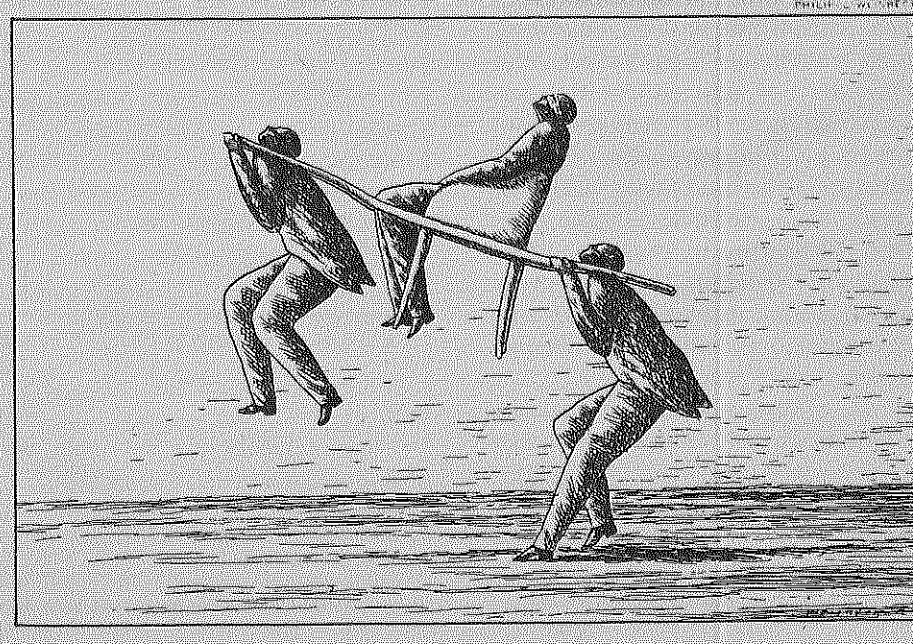
Administration budget

(*Continued from page 5*)

bureaucracy or in the local campus administrations. One reason may be the lack of an adequate mechanism to restrain the unnecessary proliferation of administrators since the managers themselves determine the allocation of FTE just as they decide how *much* to pay themselves. The California Legislature has failed to make the University justify its request for new administrative positions. No other authority is in a position to do so.

The picture is very different when an instructional department requests additional positions from the administration. It must persuasively justify such additional positions in terms of workload generated by the needs of students and academic programs. It does not appear, however, that the same critical scrutiny is applied to proposals to hire more administrators. A 25% reduction in the number of managers would probably result in significant efficiencies and facilitate the work of students, faculty and other UC employees. But the wasteful proliferation in the administrative establishment in the past decade is not likely to be reversed as long as the administration is in a position to write its own meal ticket. (See "The Administrative Salary Ripoff", *University Guardian* October 1974.)

The managerialization of the University of California reflects a national trend in the multiversities. That trend must surely disturb those who cling to the quaint notion that the principle function of the University of California is to engage in teaching and research. Yet in a period of tight budgetary restrictions, the University of California administration has given higher priority to its own ranks, paying administrators inflated salaries, even preposterous salaries, than to allocating scarce resources to the teaching and research enterprise. That is not likely to change as long as the managers, acting under the authority vested in them by the Board of Regents, have virtually unchecked power to run the University of California.



Taylor takes issue with AFT

Are administrative salaries too high?

UC Vice President Angus Taylor sent a statement to the Academic Council on December 5, 1974 responding to the article on administrative salary increases which appeared in the October 1974 **University Guardian.** *The Academic Council is the consultative body of the Statewide Assembly of the Academic Senate. The following is the complete text of Taylor's statement and a comment on it by Sam Bottone, UC-AFT Executive Secretary.*

At the November meeting of the Council, in response to the query of Professor David Wilson, I commented on the salary increases accorded to University administrators for 1974-75, with particular reference to the article entitled "The Big Administrative Salary Ripoff" that appeared in the October, 1974 issue of the AFT's paper, *The University Guardian.* In the discussion that followed it was agreed that I would write the Council to put my comments clearly on record. This I am now doing, and at the same time I am amplifying a bit on what I said on November 13 as well as making it more precise.

As you know, the salary progression of faculty members is achieved through two kinds of actions: (1) merit increases and promotions, funded from the regular operating budget, and (2) range adjustments, funded from the appropriation for range adjustments of academic salaries. For 1974-75 the academic salary range adjustment was 5.45%. To estimate the average effect of salary increases from merits and promotions I have computed the percentage increase in salary that comes with each advancement in step or rank from Assistant Professor I to attainment of Professor III.

For a person who advances normally (i.e., two years at a step for eight years as an Assistant Professor, six years as Associate Professor, and three years at a step in the professorship) the smallest increase (according to the current scale) is that from Assistant Professor I to Assistant Professor II (a 4.68% increase). On an annual basis the average increase per year is approximately 3.14%.

Thus it is fair to say that the average salary increase for a faculty member from last year to this was about 5.45% plus 3.14%, or roughly 8.6%. For an Associate Professor being promoted to Professor, or for a Professor I getting a merit increase to Professor II, the prorated annual increase (merit plus range) was in excess of 9%.

ADMINISTRATORS

I turn now to administrators. Practically all of the higher paid administrative staff are in the category called *management personnel.* This is a part of the staff personnel group, but unlike classified staff personnel, those in management do not get automatic range increases. Whatever increases are granted to this group are based on merit, and the increase in any individual case may be greater or less than the range adjustment for classified staff. It may be no increase at all. None of the funding for increases for the management group comes out of academic personnel funds for merits and promotions, or out of academic salary range adjustment funds.

There are about 500 people in the management group. Salaries in 1974-75 vary from $17,400 up to that of President Hitch. The Chancellors and Vice Presidents are in this group, of course.

For 1974-75 the overall salary increase for the management group was 9%. The average increase for eight continuing Chancellors was 6.08%

I turn now to some comments about *The University Guardian* article. It misrepresents the situation in a number of instances in which it shows very large percentage increases for administrators. For example, it shows a 21.1% increase for the Chancellor at Santa Cruz; but the salary shown ($38,500) as the Chancellor's salary for 1973-74 is not that at all. It is the salary of the new Chancellor (Christensen) in his previous position as Vice Chancellor at Berkeley. In fact, Christensen's salary as Chancellor is exactly the same as the former Chancellor's salary was in 1973-74.

There are four other identifialble cases of a similar sort in which the situation is misrepresented by comparing the 1973-74 salary of an administrator in one position with the 1974-75 salary of the same person in a new and different position. One of these involved a shift from a 9-month appointment as Professor of Law to a fiscal year administrative appointment.

In order to provide some perspective on the magnitude of administrative salaries, let me recall that the salary of a Professor VI, 9-month scale, is now $30,500. If such a professor has three months of summer employment in research, the additional earnings bring the annual income to $40,666.66. With only two months of summer research the total income is $37,277.76. If such a professor is asked to serve in an administrative post, you can see why a salary of $40,000 or more will be indicated as reasonable and necessary.

THE CHANGES

Another way of gaining perspective is to see what has happened to faculty and administrative salaries over a period of years. Because I became Vice President in September, 1965, I have chosen to look at the changes from 1965-66 to the present time. Below are some figures for selected ranks and also for some administrative officers. In comparing the administrative increases with those experienced at various faculty salary levels it must be kept in mind that the increases shown for the faculty positions (except for the figure for the top of the scale) are due solely to range adjustments. When merit increases are also taken into account the figures look quite different. In accompanying table are shown some increases in salary that would have accrued since 1965-66 to a faculty member advancing normally through the steps and ranks.

These last two displays indicate quite clearly that the increases in administrative salaries over the past nine years have not been excessive in relation to what has happened to faculty salaries during the same period.

Position	1965-66	1974-75	% Increase
Assistant Professor I	$ 8,700	$12,800	74.1
Assistant Professor II	9,700	14,100	46.4
Associate Professor I	11.00	16,100	46.4
Professor —	13,900	19,400	39.6
Professor IV	18,600	25,800	38.7
Top of the scale	20,300 (V)	30,500 (VI)	50.2
President	45,000	59,500	32.2
Chancellors (B and LA)	35,000	52,000	48.5
Vice President— Academic Affairs	32,500	46,500	43.1

1965-66	1974-75	% Increase
Starting Ass't Professor I $ 8,700	2nd year Assoc. Professor I $16,100	85.1
Starting Assoc. Professor I $11,000	Starting Professor II $21,500	95.5
Starting Professor I $13,900	Starting Professor IV $25,800	85.6

COMPARISON OF UNIVERSITY OF CALIFORNIA ADMINISTRATIVE POSITIONS WITH DATA FROM THREE SURVEYS

University of California	1973-74 SALARIES			
Position	Average Salary	Multicampus Institutions*	Booz-Allen-Hamilton, Inc. 38 Institutions**	CUPA*** 64 Universities
Accounting Officer	$24,767	$24,050 ($Q_3$) $ 21,938 (median)	$26,250 (median)	$27,500 ($Q_3$) 23,940 (median)
Physical Plant Administrator	22,976	24,400 (Q_3) 22,700 (median)	24,255 (median)	27,500 (Q_3) 24,522 (median)
Computer Center Director	26,985	31,377 (Q_3) 26,950 (median)	29,995 (median)	31,300 (Q_3) 27,000 (median)
Personnel Manager	24,578	25,368 (Q_3) 23,856 (median)	24,675 (median)	25,357 (Q_3) 21,900 (median)
Vice Chancellor — Student Affairs	28,433	31,000 (Q_3) 28,400 (median)	28,350 (median)	32,500 (Q_3) 30,000 (median)

Q_3 indicates third quartile

*Five multicampus institutions, including: the University of California, University of Illinois, University of Wisconsin, State University of New York, and the University of Missouri.

**Salary data for 1972-73; survey does not show quartiles.

***64 Universities with educational and general budgets of $33,433,910 and over, 1973-74.

AFT answers Taylor— pay shows who has power

The University Guardian has published data on administrative salary increases because we believe that in recent years there have been disturbingly large increases in the number of administrative positions at the University of California and the size of the salaries those administrators receive (see the analysis by Prof. Paul Goodman on page 4).

On the essential points of fact, there is not really much disagreement. Dr. Taylor's statement acknowledges that the management group receives salaries considerably in excess of average faculty salaries, and in the past 10 years has received larger dollar increases. The real issue, however, is the one which Dr. Taylor does not address: what is the justification for and significance of the higher pay to the managers?

The data in Dr. Taylor's statistical table comparing the salaries of a group of UC middle management positions to those paid in other institutions is especially interesting. The average salary for these five positions in 1973-74 was $25,548 while the average for faculty who are in the Academic Senate was only $18,050 in that year, and even the average full Professor salary was only $24,020.

What justifies this difference? Are those in managerial positions making a greater contribution to the University? Do they have greater skills or competency than faculty whose discipline is closely related to these management positions? The argument is that management salaries are comparable to the salaries other colleges and universities pay. But what this demonstrates is the distorted value, as measured by economic rewards, which accords greater importance to those who supposedly perform jobs designed to facilitate the essential work of the university. UC is not, of course, unique in this respect, it is endemic to all of education.

UC administration never fails to take the opportunity to emphasize its collegial relationship to the faculty emphasizing that both groups are peers each doing different but equally important work in university governance. However, this collegiality in decision-making is largely a myth, and the pay disparity documents it.

REAL DECISION MAKERS

This group of "management personnel" numbers about 500 (with salaries in 1974-75 starting at $17,400) and has grown significantly since 1966 at a faster rate than faculty and research staff or student enrollment. As centralization of decision-making occurs, these managers are increasingly the real decision makers, and correspondingly the real power of the faculty and the Academic Senate has

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Management values shape salary policies

(*Continued from page 7*)

been eroded. As budgets become tighter, more and more academic decisions are really being determined by the limits established by the manager . The financial stringency, however, has not seriously impeded the proliferation of administrative salaries and positions.

This is, of course, the real, though unstated, reason why their salaries far exceed those paid to the faculty. Increasingly the outlook and values of the managers have become dominant, and it matters little that the managers in many instances are former faculty. The values are those which are shaped by budgetary and financial considerations to which educational and academic values must accomodate.

This is a matter of no small importance because it mirrors the real sources of power in education, just as it mirrors the way rewards and power are distributed in society at large. It seems reasonable to conclude, therefore, that any serious effort to restore the primacy of academic considerations must come to grips with the growth of managerial power. The way in which management rewards and perpetuates itself is a part of the problem.

It is not possible on the basis of available data to estimate the average salary of the management group; however, it would not be unreasonable to assume it is no less than $25,000 in 1974-75. This means that the starting salary of $17,400 is about the level of an Associate Professor III (which is $17,900), and the average is at about the level of a Professor IV's salary, which is $25,800. The average salary for faculty who are members of the Academic Senate in 1974-75 is about $19,000. However, this excludes large numbers of faculty who are not in the Senate, such as lecturers whose average salaries are close to the starting Assistant Professor salary. (The academic year or nine month faculty salary is used for comparison, even though the management group's salary is on the fiscal year or 11 month basis. This is because the faculty work week during the academic year adds up to a yearly total which equals or exceeds the regular work week calculated on an annual basis for other UC employees.)

The central point in Dr. Taylor's letter is the argument that administrative salary increases have been about the same as the Senate faculty received, and, in fact, over the last 10 years, have been below faculty increases. Furthermore it is argued that the management group must meet standards of merit similar, though not identical, to those applicable to the faculty. But is this true?

Dr. Taylor's argument is "proved" mainly by the use of percentages as the basis of comparison. For convenience, Dr. Taylor's tables have been expanded to show the dollar increases, too. Thus we see that even when merit increases are added to the range adjustments for faculty, the administrative positions cited by Dr. Taylor received substantially larger dollar increases than have faculty positions.

The Berkeley and Los Angeles Chancellors' salaries have increased by $17,000 since 1965-66 while a person starting as an Assistant Professor I in that year has received salary raises totalling $7,400; an Assistant Professor I received $10,500; and a Professor I moved up by $11,900. This assumes, of course, that a faculty member's merit increases were not delayed at any time.

PEER REVIEW

For the faculty, each of the merit increases is the result of a rigorous peer review according to reasonably clear standards. In the past few years these have been applied with greater stringency. This would be especially true for an Assistant Professor appointed in 1965-66.

But what are the standards used to evaluate the merit of the management's personnel? UC faculty must be among the most esteemed scholars in the country. Is this true of the UC administrators? Is there tangible evidence of excellence of performance to merit salaries and salary increases considerably in excess of those the faculty has received?

In response to a recent inquiry concerning the procedures and the standards used to award merit increases to the management staff, Dr. Taylor quoted the University policy:

"Salary advancement depends solely on merit. There are no 'range adjustments' or general salary increases as such . . . Typically, an individual is appointed below the midpoint of the salary range for the grade to which the position is assigned. With satisfactory performance, progress towards the midpoint should be fairly rapid until the midpoint is reached and less rapid thereafter. The salary grade midpoint is considered to be adequate compensation for satisfactory performance. Therefore, the level of compensation and rate of salary advancement beyond the midpoint should be related to performance that is more than satisfactory."

JUSTIFICATION

No doubt justification for appointing management persons somewhat below the midpoint is that they are employed to perform a given job and are expected to perform at or near a level of full competency from the onset. The implication is that this is not true for a person appointed as an Assistant Professor. But is it? As a matter of fact, what is expected of an Assistant Professor after a year or two is at least equal to the expectations from a tenured person. And perhaps even more so today because the standards for promotion are being applied more stringently under the influence of budgetary considerations.

If it is true, as those who defend this practice maintain, that this results in a higher degree of performance from the junior faculty, and it probably does, it certainly is not reflected in the pay practices or level of appointment. If anything, initial appointments are being made today at lower levels than previously.

For the managerial group, a person moves to midpoint in the salary range on the basis of "satisfactory performance." For a faculty member, "satisfactory performance" would qualify one for termination since nothing less than excellence is demanded. The implication in Dr. Taylor's statement that the merit criteria and its application to management positions is really similar to that applied to faculty members simply does not bear up under examination.

Shortchanged again?

(*Continued from page 1*)

shortage here, too.

Professor Spencer Olin, UC-AFT President, said the AFT will vigorously oppose the Governor's recommendations. "In recent years," Olin pointed out, "UC faculty have been short changed in Sacramento. At the very least, we need an increase to keep up with the cost of living, which went up by 12.2% in 1974, as well as long overdue improvements in health and life insurance, and retirement benefits.

"There is now complete chaos at the state level in the way salary recommendations are being made," Olin added, "on the surface elaborate methodologies exist by which government agencies are supposed to make pay and benefit proposals. But in reality it is purely and simply a political decision.

"When UC and state employees win the right to collective bargaining, one of the benefits will be that this methodological charade will be swept aside. Bargaining over wages and benefits will not be easy, but at least we will not have to contend with statistical games in which we have no real voice."

This is the second year in a row that Post has explicitly called for the same level of UC faculty and state civil service pay increases without following the direction of legislative policy set in 1965, a policy which supposedly required UC pay to be calculated on the basis of comparisons with other universities. The accompanying table from the Analyst's report shows the relationship of recommended and actual increases for the past ten years.

Post argued that salary and benefit increases for all three groups should be "comparable" because "the principal factors driving up salaries and wages are the same in both civil ser and academic employment, i.e., in tion and related collective bargai agreements . . ."

However, he added, "Every years a review should be made wit appropriate comparison grou academic institutions selected by Commission on Postsecondary Ed tion to determine the relative statu academic salaries at UC and CS and adjustments recommended warranted."

There is, however, a point in P recommendation. When the past years is reviewed, UC staff would been better off if their salaries been based on what the civil ser received. As the table shows, s 1970-71, UC increases have b consistently below the form calculation.

What is particularly unfair ab the Brown-Post recommendatio that, during the past several years least since 1972-73 when the UC quest was below the proposal for service employees), UC received lower amount. But when UC is ab civil service, UC is pulled down to civil service level. And, in this gam "heads I win, tails you lose", even CSUC faculty did better than UC.

Olin pointed out that, if UC is g to be lock-stepped with the state service for the second year in a now that the UC comparability mula yields an increase above other groups, there ought to be a more equity. In 1973-74 alone, UC ceived the smallest increase. Th fore, UC-AFT will propose that Legislature this year give UC ac emic employees the extra 2.1% wh the CSUC system received retroac to 1973-74.

Comparison of University of California and California State University and Colleges Faculty Salary Increases with Civil Service Increases

	Percent Increase Approved			*Segmental Requests*	
Year	*Civil Service*	*UC*	*CSUC*	*UC*	*CSUC*
1965-66	4.4%	7.0%	10.7%	10.0%	10.0%
1966-67	4.5	2.5	6.6	2.5	6.1
1967-68	5.1	5.0	5.0	6.5	8.5
1968-69	5.7	5.0	7.5	5.5	10.5
1969-70	5.6	5.0	5.0	5.2	5.2
1970-71	5.2	—	—	7.2	7.0
1971-72	—	—	—	11.2	13.0
1972-73	8.4	9.0	8.9	13.1	13.0
1973-74	12.5	5.4	7.5	6.4	7.5
1974-75	5.3	5.45	5.45	6.2	5.45
1975-76*	(8.5)	(8.5)	(8.5)	(10.8)	10.4)
10-year Average	5.67%	4.44%	5.60%	7.38%	8.63%

*Proposed; not included in 10 year average

Source: Report of the Legislative Analyst, *Analysis of the Budget Bill, 1975-197* (Statistical errors corrected.)

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